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Discussed are some community action programs, organized with Department of Labor cooperation, to prepare both in-school and out-of-school youth for employment. Part I of the document is devoted to youth employment problems and the contemporary job market requirements. Part II, "The Community in Action," outlines the roles of various national and state agencies and presents some illustrative local projects. This section also offers information on how to develop community-wide youth employment and manpower development programs. (NH)

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design for community action

BULLETIN 248

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U.S. DEPARTMENT OF LABOR

W. Willard Wirtz, *Secretary*

BUREAU OF LABOR STANDARDS

Arthur W. Motley, *Director*

Office of Education-ESOP
Research and Materials Branch

This bulletin was prepared by staff of the Division of Youth Services and Employment Standards, Bureau of Labor Standards, U.S. Department of Labor.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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Design for Community Action

How to mobilize community resources to help youth enter the world of work

1962

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary
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PREFACE

ONE of the most pervasive tasks facing the Nation, in terms of both human and economic well-being, is to find solutions for the job problems of a million unemployed, out-of-school youth and to plan for the unprecedented heavy influx of young people into the labor force in the current decade. It is estimated that some 26 million youth will be looking for their first jobs during the 1960's.

This exploding youth population, combined with the changes in our occupational structure which have transformed us into primarily a "white-collar" society, has serious implications for our Nation's continued progress.

As President Kennedy has said: " . . . Our over-riding obligation . . . is to fulfill the world's hope by fulfilling our own faith. That task must begin at home. For if we cannot fulfill our own ideals, how can we expect others to accept them? And when the youngest child today has grown to the cares of manhood, our position in the world will be determined first of all by what provisions we make today—for his education, his health, and his opportunities for a good home and a good job and a good life."

Solution of the occupational problems of our young people is the combined responsibility of all America—at the Federal, State, and local levels.

Design for Community Action describes what some local communities are doing to help their youth and how the U.S. Department of Labor, through its Bureau of Labor Standards, proposes to work with the community in developing and promoting local action programs to help young people make a successful transition from school to work. This "grassroots" approach is broad-based, giving consideration to the many aspects involved in youth preparation for employment, and offering opportunity to persons in many walks of life to pool their competencies in community-wide action. The potential for use of volunteers makes it possible to carry out many of the programs with little extra cost to the community.

Part I, "Youth Employment Problems," notes the radically changing requirements of the job market today, analyzes the current youth labor market, and makes a projection of it to 1970. Two conclusions

become apparent: the necessity of immediate action to assist the large number of out-of-school youth presently unemployed; and the wisdom of forestalling future problems by developing new programs now to better prepare young people for entry into the labor force.

That this dual approach is feasible on a community-wide level is demonstrated in Part II, "The Community in Action." Experiences of various communities in meeting the needs of their youth could well serve as prototypes for action by other concerned communities.

Part II details many of the job needs for youth, and describes the young people who are likely to encounter employment difficulties. This part outlines for those communities which do not have youth committees how they can organize, conduct a survey of local resources, launch a program, and follow through. It offers ideas for programs, general and specific.

The reader already versed in labor market conditions and problems of youth employment may wish to start with Part II. Others may profit from the background material presented in Part I.

Community leaders who rise to the challenge of initiating action in their areas can look to the U.S. Department of Labor to provide information on programs described in this publication, to maintain a clearinghouse on activities in the area, and to provide consultants for advice and planning in the field. The Department sees itself in the role of consultant, coordinator, and catalyst in support of efforts at the community level to help young people achieve their work potential.

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PART I

Youth Employment Problems

YOUTH is a time for hopes and dreams. Yet it is a time of confusion when problems seem greatest. It is the period when the individual youngster is laying the foundation for the rest of his life. The preparations he makes, the decisions he reaches, will have far-reaching effects on his future.

Millions of young Americans, in and out of school, are today seeking to define their role in life. Their personal problems are compounded by the problems of adults who are also groping for a foothold in a time of radical world changes and shifting values.

America is striving to end the cold war while maintaining individual liberty and economic stability at home. This national responsibility adds an additional burden to today's youth who will not have the time to mature at a leisurely pace.

FROM BLUE-COLLAR TO WHITE-COLLAR JOBS

In the past, one needed only to grow up, and sometimes not even that, to be taken into a productive place in society. In our beginnings as primarily an agricultural Nation, security rested in the self-supporting farm family with the children regarded as an economic asset. Later an expanding industrial Nation provided a multitude of new kinds of jobs—many that did not require the worker to have an education or training.

This is no longer true. Today, highly specialized and swiftly advancing technology has created a very different situation. Youth generally go to work at a later age now, but enter a labor market where they must meet far more exacting requirements. According to a report of the Joint Congressional Economic Committee:

> " . . . the occupational composition of the work force has been undergoing a continuing revolution. During the first five decades of this century, the most significant aspects of this revolution were the urbanization of the labor force, the growth in importance of white-collar activities, and the decline in the demand for unskilled labor.

> "The 1950s are distinguished from earlier decades by the very rapid growth in the number of professional workers, and by the comparatively slow rate of growth in the non-farm, blue-collar (manual workers) labor force."

This occupational "revolution" is being accelerated by the rapid application of new technology to our methods of production. Bluntly, this means fewer people are required to produce goods. Nowhere is this more vividly illustrated than in farming. Despite record crops in 1960, about 1.5 million fewer workers were needed in farm employment than in 1950. At the same time, workers on nonfarm payrolls rose by 9.2 million in the same decade.

The major sources of the increased employment were service-type activities—education, distribution, finance, business, and personal services. Jobs in agriculture, mining, and manufacturing remained relatively stable or declined. For the first time in the history of our country, more people were employed as professional, office, and sales workers than as manual workers. We had shifted from a blue-collar to a white-collar society. Job projections for the next 10 years anticipate a continuation of this trend.

The problem of employment for youth is thus complicated by higher educational requirements, changing needs of employers, and declining opportunities in unskilled and semi-skilled types of work.

TRAINING AND EDUCATION—THE UNDERPINNING

Of immediate concern is the plight of the young worker in today's labor market. Speaking at a recent conference former Secretary of Labor Goldberg said:

> "Today, one out of every four employable young people between the ages of 16 and 21 is out of work. This does not include students seeking part-time work, but those fully in the labor market, seeking full-time jobs."

At the same time that Mr. Goldberg was making his address, the country was reporting shortages of qualified workers. Jobs were going begging for machinists, tool and die makers, dental technicians, sheet metal workers, electricians, nurses, auto mechanics, dietitians. Also needed were mathematicians, physicists, teachers, engineers, doctors, social workers, and other professionals. And yet coexisting with the demand for qualified workers there was also unemployment among adult wage earners.

This juxtaposition of surplus jobs and wide unemployment clearly spells out the requirement of the new labor market: *sufficient education and training.* Unemployment is consistently higher among the unskilled and poorly educated.

The level of education in the Nation has been rising among all groups of workers. According to the Bureau of Labor Statistics, the proportion of workers graduated from high school has risen from 32 percent in 1940 to 51 percent in 1959. Of these, some 9.7 percent had also completed four years of college as compared with only 5.7 percent in 1940. Anticipating a further rise, the Bureau of Labor Statistics estimates that 7 out of 10 young workers entering the labor force in the 1960's will have a high school education or better, as compared with the 6 out of 10 in the 1950's. Yet the educational attainment of the population must continue to rise to meet the demands of the labor market.

Note the educational requirements for the kinds of jobs which will be increasingly available to young people entering the labor market in the next 10 years:

High school or more—technicians, skilled craftsmen, clerical workers;

College or more—engineers, mathematicians, teachers, social workers, scientists, physicians, physicists, meteorologists, dietitians, lawyers.

LABOR FORCE GETTING YOUNGER

It is expected that some *26 million* young people will be looking for their first jobs in the 1960's. Whether they succeed or fail will have more than usual impact on the Nation's economy and well-being because of the large proportion of youth in the total labor force.

The Department of Labor foresees an expanded force of about 87 million by 1970. Also predicted is a radical change in its makeup. Because of the declining birth rate of the 1930's and its increase in the late 1940's and throughout the 1950's, the majority of future jobs will be filled by older workers or youth. The country will have fewer workers between 35–44, and only a small increase in the 25–44 range. Significantly, *nearly half the increase in the labor force will be under 25 years of age.*

Inasmuch as the unemployment rate for young workers in the age range of 18–25 is almost double that for the adult population, the consequences of this great influx could be quite disastrous unless steps are taken now to help prepare these young people for successful entry into the labor force.

America has a tradition of moving forward. In the language of the economists, we measure the achievement of a country by its gross national product. A gross national product of $750 billion is assumed possible by 1970 for the United States, an increase of $250 billion over the $500 billion in 1960. Two of the ingredients in the total effort

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needed to bring about this increase are hard work and a large supply of educated and trained manpower.

Youth power, we know, we have in quantity. The challenge to society is to develop the *quality* so that young people can assume their role in the ranks of skilled workers.

Where the youngster ultimately finds himself in the work world should be the result of his having taken advantage of all the education and training of which he is capable. Then he is equipped to perform at his maximum, to make his fullest contribution as a worker, and feel satisfaction in self-fulfillment. On this basis, his job provides the dignity which all work should possess.

"COSTS" OF YOUTH UNEMPLOYMENT

Looked at in human terms, the young boy or girl who is in the labor market and unemployed finds society a destructive force. Few things destroy morale more effectively than persistent, chronic failure to find a satisfying occupation and financial independence. Such a failure also starts a pattern of dependence on charity or public welfare.

The community also suffers a loss from youth power unequipped for self-support. There is no accurate way to estimate this on a dollar and cents basis. Obviously, the nonproductivity makes no contribution to moving the economy forward.

Unemployment also ups the cost of aid in the form of welfare expenditures which are rising sharply. For the fiscal year 1950, $1 billion went to welfare funds. By fiscal year 1961, $3.9 billion was used to assist Federal, State, and local governments. This money is supplied from tax sources and does not include surplus food, private welfare funds, and many other relief programs. Of the $3.9 billion, nearly 77 percent was spent for old-age assistance and aid to dependent children.

A New York State study disclosed that for any one day within the State area, half a million people, including about 200,000 children under the age of 18, are wholly or partly dependent on public welfare funds. Low incomes and insufficient earnings of the family head were characteristics commonly found in these needy families. The study revealed that 50 percent of these wage earners under 65 on public assistance had not completed elementary school. By contrast, a census survey showed that only 14 percent of all persons in the State between the ages of 20 and 64 did not graduate from elementary school. The majority of youngsters who drop out of school are unable to find satisfactory employment—or employment at all. The increased demand for more highly skilled workers, created by technological advances, indicates that many of these dropouts will spend the greater part of their adult lives as recipients of public assistance.

A study made by the Cook County (Illinois) Department of Welfare in the first 3 months of 1959 disclosed that 87.6 percent of the persons applying for relief because of unemployment had not finished high school.

The teenage dropout, whether a delinquent or a nondelinquent, begins his adult life economically and socially handicapped. Since more than two-thirds of these youngsters, according to National Education Association figures, have average or above average ability, the high dropout rate is not only tragically limiting to the individuals involved, but also is a costly waste of potential to American society as a whole.

A summary of social costs likewise takes into account those families caught in the lower economic levels. Their marginal status often denies them time and energy to devote to active citizenship or the needs of the community including adequate educational facilities for their children. Thus unwittingly they may help perpetuate the cycle of inadequate training and education for a labor market which increasingly demands greater knowledge and skill.

YOUTH INVOLVED

Unemployment statistics and other evidence show that some young people will not fall naturally into the productive role that society expects of them. Work experience is especially difficult for six groups, which will be briefly described.

Two groups of deepest concern are the school dropouts and racial minority youth.

The High School Dropout

Generally the youngster who quits school can qualify only for unskilled and routine jobs at the bottom of the occupational ladder, and for some semi-skilled jobs. However, automation and other technological advances are affecting about 1.8 million such jobs a year. What this situation can mean 10 years from now is apparent from statistics which show that the poorly educated adult workers—dropouts of the last generation—are the nucleus of today's hard core of unemployment.

Although there is increasing holding power in the schools, still *one out of every three high school students drops out.* The proportion is declining, but the number of dropouts will likely increase during the 1960's because of the greater number of high school age youth. The Department of Labor estimates that of the 26 million new workers entering the labor force in the present decade, some 7.5 million will not have completed high school. Of these, about 2.5 million youth will have completed only the eighth grade or less.

Even though the dropout may have the native capacity to perform the skills in demand in a more selective, competitive labor market, his

lack of formal preparation precludes employer consideration. Recent Bureau of Labor Statistics reports show that of some 4,000 dropouts, nearly 70 percent possessed normal or higher intelligence quotients and *might* have qualified for apprenticeship or other training for skilled occupations if they had completed high school.

Two salient facts should be remembered about dropouts: (1) their unemployment rate is among the highest in the labor force; (2) they come from varied backgrounds.

Youth From Minority Groups

Youth from minority groups have the severest unemployment problems of all young people. In a sense all youth may be part of one or more minority groups, but here this term means those discriminated against because of race, creed, color, or national origin. For example: the children of foreign-born, the American Indians, American Negroes, Chinese-Americans, Japanese-Americans, Mexican-Americans, Puerto Ricans, Catholics, and Jews.

Minorities have much in common—for most of them are subject to low incomes and marginal employment. However, the problems of youth of a particular minority are affected by such factors as the history of the group within the American society, regional and rural-urban variations in attitudes, the group's size and distribution, and its social characteristics and cultural heritage.

The handicaps of minority group status are readily seen in the socio-economic position of the Negro group, the largest of our minorities. Negro youth, in common with those of several other minority groups, lag behind in education, income, and employment. The dropout rate for Negro students is almost twice that of white students. Their unemployment rate is also about double. Estimates of the number of Spanish-American pre-high school dropouts are as high as 50 percent.

Minority youth face more limited education, more precarious health status, less adequate housing and accessibility to community resources, more restricted economic opportunities, insecure employment, and lower income levels than do the majority.

Rural Youth

A decrease in the number of small, family-type farms and increased use of mechanization on large farms has reduced the need for farmworkers so that opportunities in farming exist for only 10–15 percent of the teenagers now growing up in rural areas. The majority will be forced to look for employment in urban and metropolitan areas. Many rural youth are not being trained to compete in the large metropolitan labor market. Furthermore, they have the country's highest dropout rate; some 61 percent of farm boys do not finish school.

Ironically, as the business of farming becomes more technical both from a scientific and business standpoint, it is imperative that young people interested in farming avail themselves of the type of education which will enable them to function in an increasingly complex agricultural system or elsewhere. Jobs related to farm business operations also have increased educational requirements.

The Agricultural Migrant

Although a part of the overall rural youth employment problem, the youth from a migrant family is at such a disadvantage that his case deserves special attention. In 1961, there were about 300,000 young people in this group being raised by parents with an average income of $677 a year for 109 days of farmwork, supplemented by an average income of $225 from nonfarmwork. Since their parents move with the crops, migrant children are trapped in a cycle of seasonal wandering with little chance for the adequate schooling, health, welfare, and day-care services generally accepted for the children of other workers.

Under congressional consideration is a bill to set minimum ages at which children may work in agriculture outside school hours under the Fair Labor Standards Act.

The Bureau of Labor Standards has long worked with State labor officials and interested groups desiring to extend child labor and school attendance laws to migrant children. A number of States provide financial aid for summer schools where migrant children "are concentrated" during active crop seasons, and for regular schools which such children may attend for short periods in the spring and fall.

It is recognized that standards to improve living and working conditions of migrant workers, as, for example, the Bureau's recommendation that proper sanitary facilities be provided in the fields for adult migrants, will aid their children. Highway safety during long hauls from home base to croplands was improved by adoption several years ago of a transportation code by the Interstate Commerce Commission. Provision for better housing and extension to migrants of labor legislation benefitting other workers will insure them, as well as insure their children, a better way of life.

Without such standards, opportunity for normal, satisfying year-round experience—or even knowledge of it—is alien to them.

For more than half a century the migratory work force has been with us. Another generation is getting ready to continue the tradition—although probably in fewer numbers because mechanization is decreasing the demand for farmworkers.

Handicapped Youth

There are no statistics which illustrate the dimensions of the employment problems of this group. However, the files of the State Employ-

ment Services and the State Rehabilitation Agencies are filled with applications and records of young men and women (as well as older persons) who have few qualifications to offer a prospective employer. The time to begin rectifying this situation is in those school years when vocations are engaging the interest of students. Then the physically handicapped youth should begin to face up to the realities of the labor market and the special problems he will encounter in choosing, preparing for, and engaging in a vocational career. Guidance and training are also especially important for the mentally handicapped youth at that time.

Many communities do not recognize the problem or make little or no provision for the handicapped child. For example, a recent survey in a large progressive State showed that special education was available for only one-fourth of the handicapped school children.

Handicapped youth with adequate education may still have difficulty getting jobs. The ones who do not have basic education and specialized training have still less chance in the labor market. Each community has the responsibility for starting these young people off on the right path.

The Federal Government has encouraged States, communities, and many powerful private groups and organizations to work together to increase rehabilitation services and facilities and to develop employment opportunities for qualified handicapped workers in business, government, trade, industry, and on the farm. The President's Committee on Employment of the Handicapped provides a continuing public information and education program in cooperation with all groups, public and private, as does the Office of Vocational Rehabilitation of the U.S. Department of Health, Education, and Welfare.

Unprepared Graduates

These youngsters stay in high school and graduate with their class. But, unmotivated and lacking aims and goals, they have not used their years of schooling to prepare themselves for the world of work. For all practical purposes they are dropouts.

Such youth pose a serious problem in the labor market. They often come from families with a tradition of education and a high standard of living; they may have above-average chance for success because of natural ability. Yet, because they have not used their education to bring their ability into focus, and have no specific training, they can compete only for lower-level jobs. With their personal backgrounds, they find little satisfaction or chance for promotion in such semi-skilled employment. And so these unprepared high school graduates drift from job to job.

All these groups of young people, then, may expect to encounter special problems in getting and holding jobs: problems arising from

insufficient preparation, possibly from a certain immaturity and shortsightedness in their own attitudes, an actual lack of information about how to look for a job, or because of racial prejudice. Some employers hesitate to employ any youth, preferring to let other employers provide their initial work experience. School dropouts fare worse, for employers may reason that if they quit school they will not stick to a job either.

HOW CAN WE HELP THE YOUNG PEOPLE?

This brief survey of the labor market and youth's relation to it serves to outline some of the problem areas around which remedial programs may be constructed. However, the preparation of youth for successful entry into the workaday world should be seen for the complex human problem that it is. With this recognition, there may be less tendency to attack the problem areas piecemeal. The larger view will indicate the desirability—even necessity—for cooperative and integrated efforts among the many public and private agencies concerned with the problems of youth.

PART II

The Community in Action

A PROMISING start has been made to "do the necessary." But the continuing emergency proportions of the youth employment problem place an immediacy on the words of President Kennedy that ". . . programs are needed to help the Nation's youth become educated, trained and employed . . . ."

The call is to all levels of society: to representatives of Federal, State, and local governments; to leaders of public and private organizations; to directors of industry and labor; and to private citizens.

ROLE OF FEDERAL AND STATE AGENCIES

Improvement of youth training and employment opportunities is needed throughout our society.

The 1960 White House Conference on Children and Youth brought together thousands of people from all States "to promote opportunities for children and youth to realize their full potential for a creative life in freedom and dignity."

All the States received the recommendations of the White House Conference on Children and Youth, and many authorized continuation of State youth committees, re-activated dormant ones, or created new State committees to study the problems, suggest remedies, and develop programs. State officials have been alerted and many are coordinating their efforts to deal with youth employability and employment.

The Federal Government has recognized its responsibilities and is meeting them by improving and expanding the programs of Federal agencies operating in this field,* and in proposing needed legislation. Presidential committees have been created to study youth employment and juvenile delinquency.

The President's Committee on Juvenile Delinquency and Youth Crime was established on May 11, 1961. The Attorney General of the United States is the Chairman, and the Secretary of Labor and the

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*U.S. Departments of Labor, Justice, Interior, Commerce, Agriculture, and Health, Education and Welfare, and Housing and Home Finance Agency.

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Secretary of Health, Education, and Welfare are the other two members. The President's Committee will stimulate experimentation, innovation, and development of Federal youth programs as well as recommend ways in which the prevention, treatment, and control of juvenile delinquency and youth crime can be made more effective.

On September 22, 1961, Federal legislation was passed to provide Federal aid for projects that will demonstrate or develop techniques which it is hoped will point the way to a solution of juvenile delinquency problems. With the authorization of $10 million for each of 3 fiscal years ending June 30, 1964, Congress has made it possible for the Federal Government to become a partner with the States and local communities in finding solutions to the spread of juvenile delinquency.

On November 15, 1961, President Kennedy established a President's Committee on Youth Employment to bring the Nation's attention and resources to the mounting problems of jobless youth and to help them get jobs. This Committee is chaired by the Secretary of Labor and consists of other Cabinet members concerned with youth, as well as distinguished public members. The areas under survey by this Committee include private and public responsibility for developing job opportunities for youth; preparing in-school youth for work; labor, management, and education's role in training out-of-school youth; guidance, counseling, and motivation of youth; minimum wage legislation; and youth employment in the slums.

NATIONAL ORGANIZATIONS

One of the most effective media of citizen action in this country is the national voluntary organization which sets its goals by membership direction and then carries out its programs through a network of local chapters. The same organizational pattern is followed by many national professional groups so that professional ideas also have a nationwide path of dissemination and consequent action.

The national organizations can be uniquely effective in that they have a direct tie with local communities where many of the problems concerning youth arise and must be resolved. The efforts of those groups with an interest in youth can be of inestimable value in stimulating, creating, and activating programs to assist young people to become employable and employed.

Some of these groups already have going programs in this area; others are conducting projects which could be helpful in formulating programs (i.e., the National Education Association's 3-year project on dropouts); still others are on the alert for the role they can best play.

LOCAL EFFORT—ILLUSTRATIVE PROJECTS

In the last analysis, much of the responsibility for effective action still depends on local initiative, resources, and programs. Recognizing this fact, the U.S. Department of Labor has prepared this publication to stimulate local endeavor and to offer assistance as a source of information, ideas, and coordination. Specific areas of aid are spelled out in the last section of this publication.

Although youth unemployment may be found in rural communities and small towns as well as in large metropolitan areas, primarily it is concentrated to a dangerous degree in certain parts of large cities. Migration of unprepared farm youth to metropolitan areas compounds the problem.

Mindful of the problems of local youth entering the labor market, some community leaders have been seeking solutions in various ways. They have organized themselves for action in accordance with local patterns—as city committees, groups of individuals, informal groupings of citizens and agencies. The programs they have devised to help youth are many and varied. Those shortly to be described are basically oriented to preparing young people for employment by inducing them either to stay in school to acquire adequate education and training, or to return to school for it. The following programs reported by some communities illustrate constructive actions taken by them.

Identifying and prescribing necessary remedial measures while the youth are still attending classes.—More schools are emphasizing the need for special kinds of classes in remedial reading and mathematics, or have modified their curriculum to include vocational education courses in auto maintenance, commercial food preparation, elements of bookkeeping, electrical appliance repair, upholstering, practical nursing, typing, cleaning and pressing, shoe repair, and butchering. Denver Colo., has had a program for 12 years to help keep youth in school until they have learned a marketable skill. Businessmen volunteer to act as friend, advisor, uncle, father, brother, or whatever else the youth with a problem needs. Sometimes finding a part-time job or receiving a small loan will give financial assistance so the potential dropout will be able to continue his schooling.

At Indianapolis, Ind., the Board of Education sponsors a vocational high school with active cooperation of local businessmen. Students may enroll to learn a trade that will help them obtain work after they finish. Experienced tradesmen have assisted the school in developing courses, and in helping to find jobs as the students "graduate." Local business and industry furnish qualified instructors and have donated equipment, which includes a 10-chair barbershop and a complete hotel kitchen.

A growing trend at the post-high-school level is use of the community or junior college, a 2-year publicly supported institution ordinarily closely related to the economic and social life of the community. More students are enrolled in evening programs on a part-time basis than in the day full-time academic program. Many of them are in retraining programs or seeking upgrading in employment.

Combining schooling with a paid job.—Authorities in Philadelphia, Pa., searching for a way to combat dropouts and delinquency, have experimented with a combined school-work program. By attending classes a portion of the day and working part time, many students who would otherwise quit are able to remain in school. Even more important, however, is the fact that the students acquire a salable skill. Special counseling is provided for program participants.

Five high school districts in Santa Barbara County, Calif., offer work-experience education as a regular part of the curriculum. Supported by local business and industry, the program is popular with the students. Over a 7-year period about one-fourth of the graduates have taken part and found they could learn such things as the kinds of jobs available, how certain jobs are performed, the meaning of responsibility on the job, and which job they would like to continue doing.

Berkeley and San Francisco, Calif., have provided a "workreation" program in order to provide summer jobs for high school youth who need financial help. In this program, youth age 15–18 are given work in the City Recreation and Parks Department, their wages being paid from an appropriation of public funds.

A program designed to hold the potential boy dropout in school through a specially developed curriculum to teach good work habits and provide work experience has been inaugurated in Kansas City, Mo. It begins at the eighth grade and takes the youngster through a 3-stage program to age 18. The boy divides his time between classes and closely supervised work experience, gradually increasing the latter until he is working full time (at age 16–18), still supervised.

New York City has a shortage of civil servants, both as trainees and on the job. Consequently, a "learn-earn" program was set up with a group of students, divided into pairs. One student works half the day while his "partner" goes to school. Thus, such positions as typists, key-punch operators, and nurse's aides are filled on a full-time basis. The participants are selected from students who lacked interest in school or needed financial assistance.

Training unemployed youth.—Many communities of the United States that have recognized the major problem concerning unemployed youth have organized a variety of programs to improve their "employability." The emphasis here is *back to school.*

Detroit introduces unemployed youth, 16–21, back into the school system, but with informal classes. These special students are taught such basics as personal grooming, correct speech, proper job conduct; how to use the want ads, fill out employment application forms, follow maps; and how to use some business equipment, such as cash registers. Six weeks of supervised work experience is given and the youth is closely observed, in order to provide him with continued guidance. Over 6,000 unemployed youth in the last 10 years have been "upgraded" by this program. Many of the youth were stimulated enough to return to school and graduate.

The city of Minneapolis operates a job placement and training program serving about 130 youth a year. After a student drops out of classes, he is given 3 weeks to find a job. If he fails, the school contacts him. An 8-hour course (2-hour sessions) of job training that includes basic education is then offered, along with counseling and discussion of employment opportunities.

Unemployed youth with normal intelligence and the ability to learn a trade are encouraged to do so in Cincinnati, Ohio. A Citizen's Committee has solicited enough contributions to establish a tuition aid program. The money is used to pay the tuition of unemployed youth so that they may enroll in short-term vocational education courses, such as beauty culture, upholstering, commercial food service, and welding.

These few examples demonstrate that action is possible, once the youth employment problem has been analyzed.

HOW TO INITIATE COMMUNITY-WIDE ACTION

The need is for more communities to use an overall community approach to overcome their problems of youth employability. In this manner, it is possible to integrate all available services for direct focus on the problems as they are identified and analyzed. The divisive jurisdictional disputes which sometimes arise between private and public agencies, or between State, local, and Federal agencies, should yield to a coordinated and concerted advance in which creative ideas are welcomed and new measures devised and tested. A concentration of forces—and resources—provides the best opportunity for long-range planning and effective execution of it.

Leadership—Get Started

Who initiates a community-wide program on behalf of youth? It can start with the enterprise of one individual or one group with a strong interest in developing programs to help young people reach their full potential. From this beginning can evolve an action committee composed of other representative individuals or groups in the community who are concerned with the same goal.

Organization—Set Up a Committee

The process of organizing a community-wide committee—recruiting the right individuals and forming an effective working group—is one requiring considerable thought. Which segments of the community should be represented, and how can they be interested in cooperating with each other? To be included, by all means, are those persons in the community who have the ability to "set wheels in motion."

When it comes to organizing the committee, workability should be the guideline. To be avoided is an elaborate, clumsy structure when a simple streamlined one will do. On the other hand, the committee which starts out as a very small, tight organization should not hesitate to expand by adding subcommittees as needs arise. Similarly, the group which feels that it can make effective use of numerous subcommittees right from the start of its program should incorporate them in the beginning.

The point is that certain jobs must be done and these can be done in numerous ways and by more or fewer persons as available or desirable. Committee structure should provide the greatest program flexibility and the most effective utilization of the time and talents of its members.

The breakdown of organization structure given here suggests some of the functions which the committee as a whole might wish to carry out and a possible way to divide these functions into areas of responsibility for various subcommittees. There is nothing rigid about these suggestions, however, and some groups might wish to add more functions, divide the described functions further, or consolidate them to involve fewer subcommittees. The variations possible are numerous, and subject to the availability of resources in the community and the working procedure of the committee. For instance, the committee might start out with one or two subcommittees and not feel the need for further ones until certain work had been done. Not until then would it expand. This technique eliminates formation of "paper" committees.

It will be seen that organization of the committee is as individual a matter for the community as is the nature of the employment problems it will seek to solve for its young people.

Executive Committee.—Plans the areas to be studied, appoints subcommittee chairman and acts for the full committee between meetings.

Ways and Means Subcommittee.—Handles the business affairs of the group—finances, office space, supplies, etc.

Fact-Finding Subcommittee.—Determines information needed, resources and methods of obtaining the information, and correlates the results of surveys and other activities.

Planning and Resource Subcommittee.—Studies long-range effects of current and anticipated socio-economic changes, explores methods of directing the changes to benefit the total community as well as the youth of the community, develops resources. Its activities assist the committee in its programing.

Program Subcommittee.—Develops programs and program aids, literature, list of available speakers, and discussion guides for cooperating organizations.

Liaison Subcommittee.—Coordinates work of schools, unions, management, professional associations, service, civic, social, church, youth-service groups, etc., with committee activity.

Public Information Subcommittee.—Makes use of available media to inform the community of the urgent youth problems, interprets the work of the committee and strives to create community enthusiasm.

However elaborate or streamlined the committee structure finally adopted, the overriding consideration should be what this committee can do to start community action to help its youth become employable and to assist unemployed, out-of-school youth.

Fact-Finding—Study the Community

Since conditions will vary greatly in different communities, no pat solution can be provided. Therefore, to get at the heart of its own problem, the committee will need first to conduct a survey of the community.

1. Locate existing youth services.—The committee will, of course, want to familiarize itself with services, such as educational, counseling, placement, and recreational, which are already available for youth in the community. It is worth checking to see if an existing agency has already collected this information. The committee should not be discouraged if the number of existing relevant organizations is small, for each one can contribute the competence of its area in the plans to bring about community-wide participation eventually.

Next, the committee will want to know many more details about the needs and resources of youth in their town. Accurate information in a few basic areas might well suggest a broad range of possible actions. Efforts to collect information on specific local youth problems, such as the dropout situation, employment, education, and training prospects, can be as ambitious as the time and energy of the committee members permit. It is possible to gather much useful and basic information in a simple fashion.

2. Identify youth most in need of help.—If most recent studies of the youth employment problem are typical, the committee probably will

find that school dropouts are the youth who need the most help, especially the youth from minority groups.

A local committee might undertake, therefore, to obtain accurate knowledge of the high school dropout situation. This investigation can be made by sending questionnaries to the school, or inviting school authorities to attend a committee meeting and answer questions. Even though most of the unemployed youth are no longer attending regularly, some schools try to maintain contact.

The questionnaire need not be complex or detailed. It might also include an invitation for suggestions on possible action the community might take to help.

3. Follow up youth who have left school.—Many schools are increasing their efforts to find out what happens to the youth who have left school—both graduates and dropouts. The schools in many cases would appreciate assistance from youth-serving committees in conducting followups on such youth. The members of local community committees could provide valuable help in the telephone calls and interviews necessary for such a project.

4. Canvass local employment opportunities for youth.—Suitable employment suggestions should be available for young people when they are ready for regular jobs. The right job will afford an experience in development and help the youngster become a constructive citizen of the community.

An excellent source of information is the professional personnel of the public employment offices. These people are in contact with all categories of jobseekers and employers, so they are uniquely in possession of information about local labor market conditions. Their information, added to that received from local employers themselves, the chamber of commerce, unions, civic clubs, and service clubs, will provide a comprehensive picture of labor market conditions for study and evaluation. These materials may be collected by use of a questionnaire or, if the committee elects, through discussions with these sources. A frank discussion meeting, calling attention to the local youth unemployment problem, might thus serve a double purpose.

5. Canvass local training facilities.—It will be important to learn what facilities for the training or retraining of youth are available in the community. In most cases, the committee will find that a variety of facilities exists. In addition, almost every organization in the community—welfare, civic, social, and others—has the potential to make some contribution to a youth-training project. A questionnaire to all local organizations and agencies will supply information about programs already planned or being planned.

A survey such as this will also serve to highlight the relationship between the kinds of educational opportunities available and their suitability in a realistic sense to the economic needs of the community.

PLANNING AND EXECUTING A PROGRAM

Once the community has been surveyed in terms of youth opportunities and employment, the local committee is ready to begin formulating a program. Its job thereafter can be summarized as follows:

Survey possibilities for remedial programs;
Decide which programs have prospects for success;
Coordinate action; and
Promote the recommended solution into adoption.

Care must be taken to insure that the program embarked upon is the real solution to the problem; then, step by step, the blueprint for action can be conceived and executed. Checking and rechecking the details of any project will give the committee a better chance of sponsoring superior programs.

Youth employment must not, of course, be achieved at the expense of youth employment standards. The organizers, therefore, must be familiar with such matters governing the employment of youth, as, for example, age requirements, work permits, hours of work, places and conditions of work, minimum wage provisions, social security regulations, and workmen's compensation regulations.

Specific Program Ideas

What the committee does depends on the needs of its community. The eight program ideas described briefly here are illustrative of possible action.

1. A stay-in-school campaign, although not a "cure-all" for youth problems, can be a powerful expedient to encourage boys and girls to complete their education. Since the school dropout situation is nationwide, and continuing, and since education is more urgently required than ever before, emphasis is needed on an intensive year-round effort to be directed to students, parents, school officials, teachers, and interested adults. Such a program might be devised around the following elements:

- A detailed plan to guide the committee in starting and coordinating a community-wide effort, including a timetable of events to keep the stay-in-school theme alive;
- A leaflet explaining to teenagers why they should continue schooling;
- A suggested lecture for teachers to give students on the subject of taking advantage of educational opportunities;

- An appeal to parents to help their children understand the importance of a good education.

2. Part-time jobs can provide exceedingly valuable experience for youth, from the standpoint of work habits acquired, actual knowledge gained, and learning to get along with others. There is the possibility that it can lead to a lifetime career opportunity.

Also, the money earned may be a significant factor in helping the youngster continue his education. It may remove pressure at home for him to quit school to help with family finances, or it may enable him to stay in school by supplying the outlay of money he must make for clothes, books, lunches, and other personal expenses. Finally, the part-time job money might be the beginning of a nest egg for college.

A year-around plan to promote part-time jobs for youth can prove unusually rewarding for a community. Yet several factors must be explored before inaugurating such a program:

- The first would be to learn of any existing facilities for part-time job placement for youth, such as the local public employment office. Perhaps the city government sponsors such a plan. Perhaps the schools have established a bureau of this type. If there are several scattered programs, consolidation might be in order for greater effectiveness.
- Second, information about possible job openings can be obtained from the public employment service office, the school, and other groups in the community.

Only a program that is dynamic will succeed. In particular, it will be essential to have:

- Constant and systematic development of job opportunities, with positive suggestions made to prospective employers of specific jobs youth can perform. In such a program, close coordination should be achieved with any distributive education curricula in the schools and also with the public employment service office.
- A program of active publicity, including such things as classified advertising, bulletin boards strategically posted, radio and television spots, news stories, especially in publications of service organizations and of various industries.

3. Summer-job programs are found in more and more communities throughout the United States. They are set up to assist the several million teenage boys and girls who annually look for vacation jobs. Youngsters want to earn money and acquire work experience. Finding jobs for inexperienced youth is never easy, and the problem is one for which each State Employment Service has developed an active

program. However, many a community can augment this service and mobilize its resources further to find job opportunities for its youngsters.

4. Work-experience projects have been more and more favored in recent years by educators, parents, and the students themselves. The opinion is that employment lends a realism to school subjects, gives a practical introduction to the working world, and this helps young people become better adjusted and more capable of making the change from school to work. Committees interested in a work-experience program for their school youth need to be familiar with the laws which govern the employment of youth, such as age requirements, work permits, hours of work, places and conditions of work, minimum wage provisions, social security regulations, and workmen's compensation regulations.

5. Special programs can be developed for youth who find getting a job difficult for some specific reason such as a language barrier, physical handicap, mental retardation, delinquency, limited academic attainment, or membership in a minority group. These young people need special help to realize their full potential in employment.

Committees who wish to develop their youth power to the fullest will make provision for boys and girls in these categories.

The first step will be to locate the hard-to-place youth. The public employment service will be acquainted with some of them; schools will know many; clergymen, social agencies, the medical profession and law enforcement officials will also have the names of youth who need specialized assistance in finding a job. It is well to realize in the beginning that any program to assist these youth will need professional staff people for the fundamental task of intensive counseling. The service of volunteers is also valuable. In fact, it should be recognized early that an extraordinary number of workers will be needed to carry out this program.

Some specific functions of such a program might include: personal evaluations; many interviews and followup with the youth and often their families; continuous counseling; patient, prolonged search for employers, and convincing them of the wisdom of opening employment opportunities to young persons with deep problems; establishing sheltered workshops for some; providing rehabilitation for others; giving guidance in basic human principles; helping youth develop a feeling of responsibility and citizenship, and a sense of "belonging" which they never had before.

6. A youth upgrading program cannot be successful without constructive action taken jointly by many community groups. Such a program might cover these areas: early identification and appraisal of

abilities; an evaluation of the self-concepts, aspiration levels, and educational aims of the youth in the program; the importance of adequate educational and vocational guidance; development of a proper approach to employment through such topics as good work habits, correct grooming, and carefully prepared job applications; and highlighting youth's obligations as a worker, a neighbor, and a citizen. The Detroit Job-Upgrading Program and the Higher Horizons Program in New York City are examples of what can be done in a youth upgrading program.

7. ***Youth volunteer projects*** may serve to paraphrase the words of the President, "Ask not what your community can do for you, but rather what you can do for your community."

In this day when most young people are interested in jobs, the desire of many young people is just to keep busy at something interesting and useful. Lacking enough paid jobs to go around, there are always volunteer projects in every community. Young men and women can contribute, but their efforts should be organized and coordinated.

A committee wishing to develop this type of program should contact such agencies as the United Fund, Community Welfare Council, health agencies, hospital auxiliaries, and service clubs. The activity should include: orienting the young volunteers; setting up regular schedule of hours and duties; seeking consent and understanding of parents. The youth should learn how their contribution will fill a community need, thus giving them an insight into total operation. They might be told that volunteer work is a great testing ground for career interests, that faithful performance of assigned duties can form work habits that will be helpful in securing paid employment, and that prospective employers respect the volunteer experience of job applicants.

8. ***Promote guidance and counseling services*** already established in the community so that effective use is made of these services in the schools, public employment offices, private vocational guidance agencies, and social welfare services.

New sources of counseling may also be developed. For instance, some communities are giving consideration to the community college serving as a counseling agent for all citizens beyond high school age among whom, of course, are youth.

Job clinics, career days, and job site visits are some of the methods of exposing youngsters to information about areas of employment. Current factual information on job projections, educational requirements for various kinds of work, and overall economic development programs is available from the U.S. Department of Labor.

Broad Program Ideas

Stimulating the parents of the community to be concerned about youth motivation, and elevating the goals of youth have their importance in the overall view of coping with the problem of unemployed youth.

*1. **Stimulating the parents*** to become actively involved in thinking and planning for the future of their children is most important. In fact, enlisting their interest and cooperation is one of the most important things a community committee can do. The family unit as we used to know it is changing and, in the view of some, this change is clearly having an adverse effect on children and youth. This is true both in the slums and the suburbs.

The fact that a good percentage of dropouts come from families served by many social agencies suggests further that the treatment unit should be regarded as the family rather than the youth.

Some children regard education with indifference or even hostility because their parents do not have the time, energy, or cultural roots to impart to them the importance of an education. Various school programs have been devised to reach the home to arouse the interest of these hard-to-reach parents and to secure their cooperation. Sometimes the cooperation sought is as simple and clear-cut a thing as a quiet place to study.

A new line of communication between school and home has been set up by the use of school-community coordinators who often visit the homes of students. In Philadelphia, a resident with a high school education is assigned to the faculty to interpret the school to the community. In Detroit, a sociologist does a similar job. In the New York Higher Horizons program, a Spanish-speaking person performs a similar function with Puerto Ricans. Cleveland uses a community-coordinator at the junior high school level.

Parents are being invited to attend career days and career conferences with their children so that together they can learn about occupational fields. Sometimes vocational counseling workshops are held for parents alone to make them aware of, and concerned for, their responsibility in the vocational preparation of their children.

A progam in St. Louis uses a "Parents' Pledge" which, accepted by the parent, is a commitment to become firmly involved in the child's educational program. This is at the elementary level.

To work with the parents of dropouts or potential dropouts is an area demanding considerable ingenuity, tact, and skill.

2. ***Elevating the goals of youth*** and giving them some motivation are also of great importance in an overall program. For many a youngster growing up in an over-crowded slum neighborhood, it is impossible to imagine performing the work of a scientist, living in a comfortable home, leading a well-ordered life, or giving time and energy to a volunteer project. It is difficult for these boys and girls even to dream that they are wanted by the community; to imagine they are needed as volunteers is impossible.

Youth incentive programs can help open up new cultural and vocational vistas to young people, suggest avenues by which they can develop their ambitions along socially desirable lines, fire their aspirations by having them meet persons from backgrounds similar to their own who have achieved success in a field the youth thought closed to them, and encourage young people to get jobs and keep them long enough to learn a trade or skill so they can advance as opportunities arise. Church, civic organizations, labor, management, and educators—all have a mandate to work with youngsters in order to unfold for them the best of all possible futures.

INVOLVE THE COMMUNITY IN THE PROGRAM

The most successful programs are likely to be those which involve the community most fully and call on all its resources. Among the resources can be counted the services of volunteers, preferably given some sort of in-service training. By using volunteers, the community can often undertake a program otherwise prohibitively expensive for it to handle.

A well-organized committee should always have a strong program of public information serving the dual purpose of keeping the community informed and arousing its interest and cooperation in support of plans. Public meetings are an excellent device, affording the community-at-large the opportunity to assemble and participate in a discussion of local problems.

The specifics of conducting a successful program must be tailored to each community, of course. However, activities which a local committee might undertake to bring a program to successful fruition might well include some of the following:

- Actively develop the interest and cooperation of service and civic organizations, schools, local chapters of national organizations, religious groups, industry, local government, public employment service offices, public and voluntary social agencies, labor unions, community welfare councils, and all other local groups with a contribution to make. Young people themselves should be involved in planning and carrying out projects. The goal should be to *integrate* existing services and collectively plan new ones.

- Collect and collate pertinent facts about local youth so that information can be readily distributed as a means of arousing public interest and support.
- Obtain, study and use as a guide in developing the local approach, all available information about programs in other communities.
- Organize meetings and forums as a means of awakening community concern.
- Arrange for committee representatives to speak at public and group meetings.
- Develop a list of available speakers or possible panels of speakers. Publicize their appearances.
- Sponsor a series of lectures and panel discussions with direct appeal to various groups—housewives, senior citizens, fathers, professional men, etc.
- Utilize all communications media: radio, television, newspapers, magazines, house organs, films.
- Secure the cooperation of local, State, and national representatives who were active in the White House Conference on Children and Youth or who are now on a Governor's or Mayor's Committee on Children and Youth.

These suggestions for bringing about successful committee activity are general but indicate the type of work the committees should expect to accomplish before a major objective can be achieved.

ASSISTANCE FROM THE U.S. DEPARTMENT OF LABOR

It is well to recognize that the problem of youth unemployment must be looked at in the light of the total problem of unemployment in this country, and the U.S. Department of Labor is vigorously committed to the President's aspiration for achievement of a full employment economy. However, as a former Secretary of Labor pointed out, "this cannot be achieved overnight and we cannot wait to do what we must do for our youth now." At the same time, programs for youth must be designed to complement, not compete with, programs for unemployed adults. This is the approach promulgated by *Design for Community Action.*

The Labor Department proposes to offer its assistance in planning and expediting programs for youth at the community level by way of three channels:

1. *Consultants* from the Bureau of Labor Standards who will be available in the field to work directly with community leaders in

planning and promoting youth employability programs geared to the individual problems and resources of a community. These consultants will also be able to provide information on the services available from other bureaus in the U.S. Department of Labor, as well as those from other youth-serving Federal agencies.

2. *A clearinghouse* function to collect and disseminate information on programs and projects undertaken by different communities, organizations, agencies, and individuals working in the area of youth employability and employment. From its vantage point in the labor field and its numerous contacts with the many related disciplines, the U.S. Department of Labor has access to a rich supply of program materials. Some of these have been drawn on for illustration in *Design for Community Action.* The materials can be useful in various ways. For instance, by becoming informed about programs already underway in a particular community or State, local leaders contemplating action can avoid duplication and consider the possibility of integrating their efforts with ongoing programs. Again, study of projects developed in other communities may suggest a course of action adaptable to local circumstances.

3. *Publications* to implement the course of action described in *Design for Community Action.* These will be mainly of a "how-to-do" nature.

Requests for assistance should be addressed to: Bureau of Labor Standards, U.S. Department of Labor, Washington 25, D.C.

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Supporters of the Community Action Idea

The following are some of the national organizations and State committees which have reviewed *Design for Community Action* and have expressed themselves as generally favoring its suggested local community approach in preparing youth for the world of work.

National Organizations

Altrusa International.
American Association of Junior Colleges.
AFL–CIO Community Service Activities.
American Federation of Teachers, AFL–CIO.
American Friends Service Committee.
American Home Economics Association.
American Legion.
American Legion Auxiliary.
American National Red Cross.
American Parents Committee.
American Public Welfare Association, Inc.
American Vocational Association, Inc.
Association for Childhood Education International.
B'nai B'rith.
B'nai B'rith Vocational Service.
B'nai B'rith Youth Organization.
Boy's Clubs of America.
Civitan International.
4–H Clubs—Cooperative Extension Service.
General Federation of Women's Clubs.
International Association of Chiefs of Police.
National Association for Mental Health.
National Association of Social Workers, Inc.
National Catholic Educational Association, Department of School Superintendents.
National Conference of Christians and Jews.
National Consumers League.
National Council of Catholic Men.
National Council of Catholic Women.
National Council of Jewish Women.
National Council of Negro Women.
National Council of State Committees.
National Federation of Settlements and Neighborhood Centers.
National 4–H Service Committee.

National Grange.
National Health Council.
National Urban League.
Optimist International.
Sertoma International.
The National Council, Protestant Episcopal Church.
Unitarian Service Committee.
United Community Funds and Councils of America, Inc.
Veterans of Foreign Wars of the U.S.
Young Men's Christian Association of the U.S.A.
Young Women's Christian Association of the U.S.A.

State Committees

California Governor's Advisory Committee on Children and Youth.
Connecticut Committee on Human Resources.
Delaware Commission on Children and Youth.
District of Columbia Commissioner's Youth Council.
Illinois Commission on Children.
Indiana Governor's Youth Council.
Kansas Council for Children and Youth.
Kentucky Interdepartmental Committee on Children and Youth.
Maine Committee on Children and Youth.
Missouri Council on Children and Youth of the Missouri Association for Social Welfare.
New Jersey Youth Division, Department of State.
North Carolina Conference for Social Service.
North Dakota Governor's Committee on Children and Youth.
Ohio Committee for the White House Conference on Children and Youth.
Oklahoma Governor's Committee on Children and Youth.
Oregon Governor's State Committee on Children and Youth.
South Carolina Committee on Children and Youth.
West Virginia Council of the White House Conference on Children and Youth.
Wisconsin Governor's Committee on Children and Youth.
Wyoming Youth Council.

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